CHILD STATUS PROTECTION ACT OF 2001

APRIL 20, 2001.—Committed to the Committee of the Whole House on the State of the Union and ordered to be printed

Mr. Sensenbrenner, from the Committee on the Judiciary, submitted the following

REPORT

[To accompany H.R. 1209]

[Including cost estimate of the Congressional Budget Office]

The Committee on the Judiciary, to whom was referred the bill (H.R. 1209) to amend the Immigration and Nationality Act to determine whether an alien is a child, for purposes of classification as an immediate relative, based on the age of the alien on the date the classification petition with respect to the alien is filed, and for other purposes, having considered the same, report favorably thereon without amendment and recommend that the bill do pass.

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PURPOSE AND SUMMARY

H.R. 1209 modifies the provisions of the Immigration and Nationality Act determining whether an alien is considered a child and eligible for permanent residence status as an immediate rel-

ative of a U.S. citizen, principally by providing that the alien's status as a child is determined as of the date on which the petition to classify the alien as an immediate relative is filed.

BACKGROUND AND NEED FOR THE LEGISLATION

The Immigration and Nationality Act provides two avenues for family-based immigrants to acquire permanent resident status. Immediate relatives (spouses, unmarried children under 21, and parents) of United States citizens may receive such status without numerical limitation. Certain other relatives of U.S. citizens (unmarried sons and daughters 21 or over, married sons and daughters, and siblings) and of permanent resident aliens (spouses, unmarried children under 21, unmarried sons and daughters 21 or over) may receive such status as family-based preference immigrants, which are subject to numerical limitations each year.

Since there are no numerical limitations on the number of immediate relatives who can receive permanent resident status, their cases should be acted upon quickly. Subject to reasonable time for processing and ensuring that the alien is qualified for a visa under various provisions of the INA, the spouses, minor children and parents of U.S. citizens should receive their visas without delay. Unfortunately, an enormous backlog of adjustment of status (to permanent residence) applications has developed at the INS. The backlog of unprocessed applications exceeded 986,000 as of this February. As of the end of the second quarter of fiscal year 2000, the INS-wide average processing time for adjustment of status applications was 22 months (regional delays can be longer).

Under current law, the date at which the age of an alien is measured for purposes of eligibility for an immigrant visa is the date the adjustment of status application filed on his or her behalf is processed by INS, not the date that the preceding immigrant visa petition was filed on their behalf. Thus, with the INS taking up to 3 years to process applications, aliens who were under 21 when their petitions were filed may find themselves over 21 by the time their applications are processed. When a child of a U.S. citizen "ages out" by turning 21, the child automatically shifts from the immediate relative category to the family first preference category. This

puts him or her at the end of long waiting list for a visa.

How long? Generally, 23,400 family first preference visas are available each year to the adult unmarried sons and daughters of citizens. As of January 1997, 93,376 individuals were on the waiting list. Currently, visas are available for individuals from most countries who had petitions filed on their behalf in March 1999. For nationals of Mexico, visas are now available for petitions filed by April 1994. For nationals of the Philippines, visas are now available for petitions filed by May 1988. Thus, some sons and daughters of citizens will have to stay on a waiting list for from two to 13 years—entirely because the INS did not in a timely manner process the applications for adjustment of status filed on their behalf.

H.R. 1209, the Child Status Protection Act of 2001, addresses the predicament of these aliens, who through no fault of their own, lose the opportunity to obtain an immediate relative visa before they reach age 21. The bill provides that the determination of whether the unmarried son or daughter of a citizen is considered a child

(under 21) is to be made using the alien's age as of the time an immigrant visa petition is filed on his or her behalf.

This rule will also apply 1) when permanent resident parents petition for immigrant visas for their sons and daughters and later naturalize (making the sons and daughters potentially eligible for immediate relative visas) and 2) when citizen parents petition for immigrant visas for their married sons and daughters, and the sons and daughters later divorce (making them potentially eligible for immediate relative visas).

H.R. 1209 will also apply to those rare cases where a child "ages out" overseas during the usually more expeditious State Department visa processing.

HEARINGS

No hearings were held on H.R. 1209.

COMMITTEE CONSIDERATION

On April 4, 2001, the Committee met in open session and ordered favorably reported the bill H.R. 1209 without amendment by voice vote, a quorum being present.

VOTE OF THE COMMITTEE

The bill was ordered favorably reported by a voice vote.

COMMITTEE OVERSIGHT FINDINGS

In compliance with clause 3(c)(1) of Rule XIII of the Rules of the House of Representatives, the Committee reports that the findings and recommendations of the Committee, based on oversight activities under clause 2(b)(1) of Rule X of the Rules of the House of Representatives, are incorporated in the descriptive portions of this report.

PERFORMANCE GOALS AND OBJECTIVES

The cause that necessitates H.R. 1209 is the unacceptably long backlog of adjustment of status (to permanent residence) cases before the INS. As INS speeds its adjudication process and reduces this backlog, minor alien sons and daughters of U.S. citizens will have to wait shorter periods to be able to adjust their status, and fewer will have to rely on the provisions of H.R. 1209. The Committee expects the INS to make substantial and consistent progress in reducing the backlog.

NEW BUDGET AUTHORITY AND TAX EXPENDITURES

Clause 3(c)(2) of House Rule XIII is inapplicable because this legislation does not provide new budgetary authority or increased tax expenditures.

CONGRESSIONAL BUDGET OFFICE COST ESTIMATE

In compliance with clause 3(c)(3) of Rule XIII of the Rules of the House of Representatives, the Committee sets forth, with respect to the bill, H.R. 1209, the following estimate and comparison prepared

by the Director of the Congressional Budget Office under section 402 of the Congressional Budget Act of 1974:

U.S. Congress, Congressional Budget Office, Washington, DC, April 16, 2001.

Hon. F. James Sensenbrenner, Jr., Chairman, Committee on the Judiciary.

House of Representatives, Washington, DC.

DEAR MR. CHAIRMAN: The Congressional Budget Office has prepared the enclosed cost estimate for H.R. 1209, the Child Status Protection Act of 2001.

If you wish further details on this estimate, we will be pleased to provide them. The CBO staff contacts are Mark Grabowicz (for Federal costs), who can be reached at 226–2860, and Erin Whitaker (for revenue impacts), who can be reached at 226–2680.

Sincerely,

DAN L. CRIPPEN, *Director*.

Enclosure

cc: Honorable John Conyers Jr. Ranking Member

H.R. 1209—Child Status Protection Act of 2001.

CBO estimates that implementing H.R. 1209 would result in no significant costs to the Federal Government. The bill would affect direct spending and receipts, so pay-as-you-go procedures would apply, but we estimate that any such effects would be less than \$500,000 annually. H.R. 1209 contains no intergovernmental or private-sector mandates as defined in the Unfunded Mandates Reform Act and would impose no costs on state, local, or tribal governments

Under current law, unmarried children of United States citizens can apply for permanent U.S. residence as "immediate relatives" (a category with no limit on the number of entries) only if they are under the age of 21. The Immigration and Naturalization Service (INS) determines a child's age at the time the agency reviews the application. Because of backlogs at INS, about 1,000 of the applications reviewed each year are for persons who have turned 21 since they filed their petitions. This places them in the "family-based preference" category, which is subject to annual limits, and in many cases delays approval for years.

H.R. 1209 would direct the INS to use the child's age when the petition was originally filed. The bill's provisions would apply to petitions filed both before and after enactment. CBO expects that this legislation would increase the number of immigrant visas granted each year, because more applicants would be eligible for visas as immediate relatives and fewer would be shifted to the limited, family-based preference category.

The INS collects administrative fees when applications are filed, so H.R. 1209 would not affect the amount collected by that agency. In addition, the Department of State collects fees for issuing immigrant visas. These fees are deposited in the Treasury and classified as governmental receipts (revenues). Because H.R. 1209 would increase the number of immigrant visas granted each year, revenues

from this visa fee would increase. However, we expect that the additional revenues would total less than \$500,000 in any year.

Finally, enacting the bill could increase direct spending for certain Federal benefit programs, but any increase in spending for those programs would likely be less than \$500,000 annually because of the small number of persons affected.

The CBO staff contacts are Mark Grabowicz (for Federal costs), who can be reached at 226-2860, and Erin Whitaker (for revenue impacts), who can be reached at 226–2680. This estimate was approved by Robert A. Sunshine, Assistant Director for Budget Analvsis.

CONSTITUTIONAL AUTHORITY STATEMENT

Pursuant to clause 3(d)(1) of Rule XIII of the Rules of the House of Representatives, the Committee finds the authority for this legislation in Article I, section 8, clause 4 of the Constitution.

SECTION-BY-SECTION ANALYSIS AND DISCUSSION

Section 1. Short title

This act may be cited as the "Child Status Protection Act of 2001".

Section 2. Use of age on petition filing date, parent's naturalization date, or marriage termination date, in determining status as a child of a citizen

Section 2(a) of the bill amends section 201(b)(2)(A) of the Immigration and Nationality Act (INA) by creating a new clause (iiii). Subclause (iiii)(I) provides that for purposes of clause (b)(2)(A)(i) (setting forth which aliens are considered to be immediate relatives of U.S. citizens and consequently eligible for the acquisition of permanent resident status as immediate relatives), a determination of whether an unmarried alien is a child (as defined in section 101(b)(1) of the INA) of a U.S. citizen shall be made using the age of the alien on the date on which the petition is filed with the Attorney General under section 204 of the INA to classify the alien as an immediate relative.

Subclause (iii)(II) of section 201(b)(2)(A) of the INA provides that in the case of a petition under section 204 of the INA initially filed for an alien child's classification as a family-sponsored immigrant under section 203(a)(2)(A) of the INA, based on the child's parent being lawfully admitted for permanent residence, if the petition is later converted, due to the naturalization of the parent, to a petition to classify the alien as an immediate relative, the determination described in subclause (iii)(I) shall be made using the age of the alien on the date of the parent's naturalization.

Subclause (iii)(III) of section 201(b)(2)(A) of the INA provides that in the case of a petition under section 204 of the INA initially filed for an alien's classification as a family-sponsored immigrant under section 203(a)(3) of the INA, based on the alien's being a married son or daughter of a citizen, if the petition is later converted, due to the legal termination of the alien's marriage, to a petition to classify the alien as an immediate relative, the determination described in subclause (iii)(I) shall be made using the age of the alien on the date of the termination of the marriage.

Section 2(b) of the bill provides that the provisions of section 2(a) of the bill shall apply to determinations made under section 201(b)(2)(A)(i) of the INA, and classification petitions filed under section 204 of the INA, before, on, or after the date of the enactment of the bill.

AGENCY VIEWS

DEPARTMENT OF JUSTICE, Washington, DC, April 19, 2001.

Hon. F. James Sensenbrenner, Jr., Chairman, Committee on the Judiciary. House of Representatives, Washington, DC.

DEAR MR. CHAIRMAN: This letter presents the views of the Department of Justice on H.R. 1209, the "Child Status Protection Act of 2001." We share the goal of H.R. 1209: addressing the problem of children who "age out" for immigration purposes under the Immigration and Nationality Act (the INA) through appropriate statutory change. We have concerns, however, about the bill's retroactivity provision and would welcome the opportunity to work with you on this provision.

H.R. 1209 provides that an alien shall be defined as a child of a United States citizen for purposes of immediate relative petitions based on the date of filing the petition, rather than on the date the petition is adjudicated. This change will address situations in which the beneficiary "ages out" of immediate relative status by reaching his or her 21st birthday before the petition can be adju-

dicated. We strongly support this change in the law.

Section 2(b) of H.R. 1209 provides that the amendments made by the bill would extend to determinations made under section 201(b)(2)(A)(i) of the INA, and classification petitions filed under section 204 of the INA, "before, on, or after the date of enactment of this Act." Extending the new definition of "child" to all past determinations is problematic. First, the Immigration and Naturalization Service (INS) does not track the cases of aliens who have "aged out" in the past. Second, we are concerned that the productivity implications of reopening an undetermined number of past, completed adjudications could be substantial, given the unlimited scope of the retroactivity. This is particularly true given that the further back in the past the INS is forced to go, the more difficult it is to reopen and correctly adjudicate a case.

H.R. 1209's retroactivity could affect determinations made as long ago as 1952. INS resources that would have to be diverted to readjudicating immediate relative petitions from the past could not be used for the INS's current efforts to reduce processing times for its current caseload of immigrant petitions and other benefit appli-

The general practice with respect to changes in the law is that the amendments apply to future petitions and those pending on the date of enactment, but not to determinations made before the date of enactment. We understand, however, that Congress may seek to address cases of children who have aged out in the past. Therefore, if Congress considers it necessary to address past cases, we would prefer a reasonable limit to retroactivity, such as making the changes retroactively applicable only to petitions denied as a result

of the beneficiary aging out within a specified period of time. A more limited retroactivity would provide relief in recent age-out cases under current or recent immigration law, while avoiding the harmful effects and legal complications of potentially reopening cases decided decades ago. Again, we would request the opportunity to work with you on this provision before the House of Representatives further considers the bill.

Thank you for the opportunity to present our views. Please do not hesitate to call upon us if we may be of further assistance. The Office of Management and Budget has advised that, from the standpoint of the Administration's program, there is no objection to the submission of this report.

Sincerely,

SHERYL L. WALTER, Acting Assistant Attorney General.

cc: John Conyers, Jr. Ranking Member

CHANGES IN EXISTING LAW MADE BY THE BILL, AS REPORTED

In compliance with clause 3(e) of rule XIII of the Rules of the House of Representatives, changes in existing law made by the bill, as reported, are shown as follows (new matter is printed in italic and existing law in which no change is proposed is shown in roman):

SECTION 201 OF THE IMMIGRATION AND NATIONALITY ACT

SEC. 201. (a) * * * * * * * * * *

(b) ALIENS NOT SUBJECT TO DIRECT NUMERICAL LIMITATIONS.—Aliens described in this subsection, who are not subject to the worldwide levels or numerical limitations of subsection (a), are as follows:

(1) * * *

* * * * * * *

(2)(A)(i) * * *

* * * * * * * *

(iii)(I) For purposes of clause (i), a determination of whether an unmarried alien is a child (as defined in section 101(b)(1) in the matter preceding subparagraph (A) of such section) of a citizen of the United States shall be made using the age of the alien on the date on which the petition is filed with the Attorney General under section 204 to classify the alien as an immediate relative under clause (i).

(II) In the case of a petition under section 204 initially filed for an alien child's classification as a family-sponsored immigrant under section 203(a)(2)(A), based on the child's parent being lawfully admitted for permanent residence, if the petition is later converted, due to the naturalization of the parent, to a petition to classify the alien as an immediate relative under clause (i), the determination described in subclause (I) shall be

made using the age of the alien on the date of the parent's naturalization.

(III) In the case of a petition under section 204 initially filed for an alien's classification as a family-sponsored immigrant under section 203(a)(3), based on the alien's being a married son or daughter of a citizen, if the petition is later converted, due to the legal termination of the alien's marriage, to a petition to classify the alien as an immediate relative under clause (i), the determination described in subclause (I) shall be made using the age of the alien on the date of the termination of the marriage.

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Markup Transcript

BUSINESS MEETING WEDNESDAY, APRIL 4, 2001

HOUSE OF REPRESENTATIVES, COMMITTEE ON THE JUDICIARY, Washington, DC.

The committee met, pursuant to notice, at 10:00 a.m., in Room 2141, Rayburn House Office Building, Hon. F. James Sensenbrenner [chairman of the committee] presiding.

Chairman Sensenbrenner. The committee will be in order; the Chair notes the presence of a working quorum. Pursuant to notice, I now call up the bill H.R. 1209, the Child Status Protection Act of 2001

[H.R. 1209 follows:]

107TH CONGRESS 1ST SESSION

H. R. 1209

To amend the Immigration and Nationality Act to determine whether an alien is a child, for purposes of classification as an immediate relative, based on the age of the alien on the date the classification petition with respect to the alien is filed, and for other purposes.

IN THE HOUSE OF REPRESENTATIVES

March 26, 2001

Mr. GEKAS (for himself and Ms. Jackson-Lee of Texas) introduced the following bill; which was referred to the Committee on the Judiciary

A BILL

To amend the Immigration and Nationality Act to determine whether an alien is a child, for purposes of classification as an immediate relative, based on the age of the alien on the date the classification petition with respect to the alien is filed, and for other purposes.

- 1 Be it enacted by the Senate and House of Representa-
- 2 tives of the United States of America in Congress assembled,
- 3 SECTION 1. SHORT TITLE.
- 4 This Act may be cited as the "Child Status Protec-
- 5 tion Act of 2001".

1	SEC. 2. USE OF AGE ON PETITION FILING DATE, PARENT'S
2	NATURALIZATION DATE, OR MARRIAGE TER-
3	MINATION DATE, IN DETERMINING STATUS
4	AS A CHILD OF A CITIZEN.
5	(a) IN GENERAL.—Section 201(b)(2)(A) of the Im-
6	migration and Nationality Act (8 U.S.C. 1151(b)(2)(A))
7	is amended by adding at the end the following:
8	"(iii)(I) For purposes of clause (i), a determina-
9	tion of whether an unmarried alien is a child (as de-
10	fined in section 101(b)(1) in the matter preceding
11	subparagraph (A) of such section) of a citizen of the
12	United States shall be made using the age of the
13	alien on the date on which the petition is filed with
14	the Attorney General under section 204 to classify
15	the alien as an immediate relative under clause (i).
16	"(II) In the case of a petition under section 204
17	initially filed for an alien child's classification as a
18	family-sponsored immigrant under section
19	203(a)(2)(A), based on the child's parent being law-
20	fully admitted for permanent residence, if the peti-
21	tion is later converted, due to the naturalization of
22	the parent, to a petition to classify the alien as an
23	immediate relative under clause (i), the determina-
24	tion described in subclause (I) shall be made using
25	the age of the alien on the date of the parent's natu-
26	ralization.

1	"(III) In the case of a petition under section
2	204 initially filed for an alien's classification as a
3	family-sponsored immigrant under section 203(a)(3),
4	based on the alien's being a married son or daughter
5	of a citizen, if the petition is later converted, due to
6	the legal termination of the alien's marriage, to a
7	petition to classify the alien as an immediate relative
8	under clause (i), the determination described in sub-
9	clause (I) shall be made using the age of the alien
10	on the date of the termination of the marriage.".
11	(b) APPLICABILITY.—The amendment made by sub-
12	section (a) shall apply to determinations made under sec-
13	tion 201(b)(2)(A)(i) of the Immigration and Nationality
14	Act, and classification petitions filed under section 204 of
15	such Act, before, on, or after the date of the enactment
16	of this Act.

Chairman Sensenbrenner. I now recognize the gentleman from

Pennsylvania, Mr. Gekas, for purpose of making a motion.

Okay. I'll make the motion. I move its favorable recommendation to the House. Without objection, the bill will be considered as read and open for amendment at any point, and the Chair now recognizes the Chairman of the Subcommittee on Immigration and Claims, the gentleman from Pennsylvania, Mr. Gekas—to strike the last word.

Mr. Gekas. Thank you.

Chairman Sensenbrenner. The gentleman is recognized for 5 minutes.

Mr. Gekas. I thank the Chair.

This bill is a replication of legislation that was considered by this committee last term and which was then authored by the former chairman, our colleague from Texas, Lamar Smith.

At that time, we found it to be an acceptable solution to a longfestering problem and we now repeat the message that it's time to

adjust the status of the youngsters who are affected by it.

Here's what the situation is. When aliens are permitted to apply for permanent residency and citizenship in the United States, automatically their children under 21 years of age are granted similar permanent status. However, because of the INS's longstanding problems with the process of monitoring these applications, these children, sometimes 12, 13, 14 and 16, become over 21, and when they reach that age, they're automatically put into a preference status, not the immediate relative status that's granted to minor children.

This bill seeks to correct that to say that if, indeed, the application was filed, the process began while the child was a minor, that even if that child turns 21, that they—it would not be shifted, that child would not be shifted into the preference more-strict category that is part of the INS structure, but rather be considered at the time of the application as a minor, thereby receiving permanent status. So that's a simple act of justice to which the lady from Texas, Ms. Jackson Lee, subscribed last time and whose amendment at that time is part of the main bill which we now present here today.

I yield back the balance of my time.

Chairman Sensenbrenner. The gentleman's time is expired.

For what purpose does the gentlewoman from Texas seek recognition?

Ms. Jackson Lee. Mr. Chairman, to strike the last word.

Chairman Sensenbrenner. The gentlewoman is recognized for 5 minutes.

Ms. Jackson Lee. I thank the Chairman very much.

To my colleagues, the Child Status Protection Act of 2001 is cosponsored by myself and the Chairman, and it is a culmination of a bipartisan agreement that addresses the status of unmarried children of U.S. citizens who turn 21 while in the process of having an immigrant visa petition adjudicated. I think it supports the underlying premise of the immigration policy in this country, which is a reunification of families.

The age and marital status of the offspring of U.S. citizens determine whether they're eligible for immigrant status as immediate relatives or under the family first preference category.

Briefly, H.R. 1209 would protect the status of children of United States citizens who in essence age out, get over the age while wait-

ing for unfortunately the delayed processing in the INS.

The child of a U.S. citizen is eligible for admission as an immediate relative. Immediate relatives of U.S. citizens are not subject to any numerical restrictions; that is, visas are immediately available to them under the statute, subject only to the processing time required to adjudicate the immediate relative visa. Thus, the only wait that such child—children are required to endure is the time it takes to process their paperwork.

This bill corrects the problem of aging out. Under current law, however, once children reach 21 years of age, they are no longer considered immediate relatives under the INS, which requires them to get back in line and behind a whole list and throng of individuals, which causes them, one, to not be united with their family in citizenship, but two, to wait a very, very, very, very long time. Thus, instead of being entitled to admission without numerical limitation, the U.S. citizen sons or daughters are placed, as I said, in the back of the line for one of the INS backlog family preference categories of immigrants.

This bill with the new added compromise language that I proposed last year will solve the age-out problem without displacing others who have been waiting patiently in other visa categories, which was one of the issues that disturbed us. So in essence, they may be behind a line technically, but they would now avoid that conflict and that discrimination, if you will, of those who have been

waiting by being in a separate category.

I would like to thank our subcommittee chairman, and I look forward to the consideration of this legislation and ask my colleagues for their support.

With that, Mr. Chairman, I yield back the balance of my time. Chairman SENSENBRENNER. For what purpose does the gentleman from Texas, Mr. Smith, seek recognition?

Mr. SMITH. Mr. Chairman, I move to strike the last word.

Chairman Sensenbrenner. The gentleman is recognized for 5 minutes.

Mr. SMITH. Mr. Chairman, first I want to thank and compliment the Chairman of the Immigration Subcommittee, Mr. Gekas, and the Ranking Member, Ms. Jackson Lee, for introducing this legislation.

Children of citizens are being penalized because it is now taking the INS an unacceptable length of time—often years—to process adjustment of status applications. In some cases, the wait is so long that minor children are becoming adults while waiting for the INS to act. When they become adults, they lose the privilege status of immediate relatives of citizens. They are placed at the end of the first preference waiting list and have to endure an additional wait of 2 to sometimes 13 years for their green cards.

H.R. 1209 does the right thing and provides that an immigrant child of a U.S. citizen shall remain eligible for immediate relative status as long as an immigrant visa petition was filed before the child turned 21.

I hope that after Congress restructures the INS and the Federal Government provides immigrant benefits in a more professional and expeditious manner, we won't need to pass any more bills such as H.R. 1209.

Thank you, Mr. Chairman. I urge my colleagues to support it. Chairman Sensenbrenner. The gentleman's time has expired.

Are there amendments?

There do not appear to be any amendments.

A reporting quorum is not present. Without objection, the previous question is ordered and further proceedings on the bill will be postponed.

[Staff Note: Intervening Business.] Chairman Sensenbrenner. Okay. We do have a vote on the floor. The Chair is under the impression that we have a reporting quorum in the vicinity and I would like to take care of H.R. 1209.

So the question occurs on the motion to report the bill H.R. never mind. That was taken care of before the gentleman from New York appeared. I think you're for this one.

The question occurs on the motion to report the bill H.R. 1209

favorably.

All in favor will say aye.

Opposed, no.

The ayes have it and the motion to report favorable is adopted. Without objection, the Chair is authorized to move to go to conference pursuant to House rules. Without objection, the staff is directed to make any technical and conforming changes.

All members will be given 2 days as provided by House rules in which to submit additional dissenting supplemental or minority views. Let me say that that statement was made pursuant to the rules; however, yesterday the House did grant us the authority to file a committee report no later than April 20th, so dissenting minority and supplemental views are due by then.

The Chair will declare a recess for us to go and vote. Please come back promptly, because after the rule on the estate tax repeal is voted on, we're supposed to have three or four votes in a row on motions held over from yesterday and it would be nice if we didn't have to come back after lunch.

The committee is in recess.

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